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THE JOURNAL OF EDUCATIONAL SOCIOLOGY

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LEISURE'S CHALLENGE TO EDUCATION

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A PHILOSOPHY OF RECREATION IN AMERICA

Jay B. Nash

The threat of leisure is upon us and modern man is ill-prepared to face the implications. Our schools have been so concerned with teaching the tools of learning and getting young people ready for college that they have been of little assistance in helping young people get ready to live.

Leisure has been one of the age-old dreams of man. Opposed as he has been by the forces of nature in the vigorous effort to live, man has dreamt of Elysian fields. Sometime this frail bark will come into the quiet waters of a sheltered port; then there will be time for man to do the things he thinks he has always wanted to do. The mechanical age, capped by the atomic era, has given man time. The great question now is what will he do with it. The outlook is none too bright.

Edward L. Thorndike, writing for the Institute of Educational Research a few years ago, commented on this great increase of available time. He notes "that with time on their hands people merely read more magazines, mostly pulp; ride in automobiles, go to the motion pictures and listen to the radio." Says he: "Students

of history and sociology will credit the present flood of entertainment to the great increase in the supply coupled with commercial methods of stimulating the demand. They will argue that men will, under fit environmental conditions, spend their free time in serving the state by fighting or otherwise, in serving the church by religious rites or in serving the family by labor and ceremonial. They will assert that men follow true gods of truth or beauty or virtue or utility or the common good as readily as the false god of entertainment if they are shown the right path by example and have their feet set upon it by habit. I hope this is so. But I fear that the craving for entertainment is deeply rooted in man's nature and that very strong counter-attractions will be required to stem the present flood. . . . The lines of least resistance go toward cheerful sociability, free play, sensory stimulation and emotional excitement."

The need for recreation, and incidentally a philosophy of recreation, comes right across the board in our modern society. Three groups, specifically, will feel the need most. In this connection and in this entire article I am dealing with recreation as an adult term and am avoiding a discussion of the play of children.

The older adolescent group. The first to feel this need are the young people from seventeen to twenty-two. It is generally admitted that there will be little satisfying wage work for these people. They will not have sufficient technical training to fit into modern industry. Many in this group will be ruthlessly tossed out into a society in which they are not particularly well adjusted or particularly wanted. Many of them would like to get married and establish homes, but from the economic standpoint that is impossible. Where these young people are taking additional technical training or where they are attempting to hold jobs the number of free hours which they will have will be large.

Working hours will be fewer. The second group to feel the pressure of additional leisure will be the worker. The hours of

work are now low and will likely be reduced. The work which is performed will probably grow in its monotony. Men and women will feel the necessity of some change of occupation. Unless some constructive program is forthcoming many of these hours will be spent in what may be broadly termed as dissipation.

Retirement will be at a younger age. The tendency is more and more for the retiring age to go further and further down. In most cases it is sixty and in some instances it is below sixty. With the life expectancy of sixty-eight, this means that people who have retired will have many years of vitality which can be and should be spent in some useful and stimulating activity, probably of the recreational type. The threat of retirement is upon us. Dr. Roger I. Lee discussed this at a recent meeting of the American Medical Association and stated that "fixed retirement is a mistake."

In discussing recreation as a basic need, some fundamental assumptions must be discussed.

Man is an active organism. Man is happy when he is doing something that he considers significant. He is integrated around interests. In this connection, man is very much like a child's top: he is a going concern as long as there is a sufficient amount of interest force to keep life spinning. The minute this drive ceases, like the top, he topples over. The psychiatrist says he has "gone to pieces." As long as an individual can keep himself stimulated there is a resultant happiness and, incidentally, health. The casual spectator who has no part in the game but looking on cannot receive much stimulation. Thus, the radio, the motion pictures, and spectator sports with the attending tendency to gamble represent escapes. They are, with very few exceptions, escapes from monotony.

No man can grow to cultural stature without doing something significant for the group. Aristotle thought of the good man as the good workman; workmanship thought of in the craft sense as well as the social sense. Man's feet are in the Slough of Despond,

his head is bent low before the mirror or his companions until he has achieved—until men look up to him and say, "He has mastered." The area of achievement is so broad that every man, woman, and child can acquire this spiritual lift from accomplishment.

It may be that social security will not turn out to be the Elysian field of which men have dreamed. Social security is always a two-edged sword; it must be provided to a certain extent for all, but particularly for the victims of unforeseen tragedy; on the other hand, it has a tendency to put a crutch upon which he too readily depends in the armpits of man. Man needs the thrill of contests, he needs the uncertainty of the game. His achievement, civilization itself, has been made possible because "man has been kicked into activity by a hostile environment." Response to challenge has made it possible for man to climb to dizzy heights.

Recreational opportunities must supplement work. Work, throughout the ages, is one of the ways in which man has had a chance to achieve. The good workman was always in an honored position. He achieved. He had status in the group. This is no plea for longer hours of repetitive wage work. This is no defense of drudgery; this is a plea for challenging work, world work, where the individual has sufficient skill to bring him success so that he may have the joy of achievement. However, we must recognize that in a machine age much of our work will be routinized, and man can find little joy or satisfaction in doing his part. When this time comes, recreation must offer the opportunity for providing stimulating and satisfying activities.

Recreation is a doing concept, a mastering concept, a creating concept, and hence is a method of achieving integration of "mind and body," hence normality. When work, because of its routinization and mechanization, ceases to furnish man an outlet for man's creative spirit, recreation can furnish activities that provide such an outlet.

The range of hobbies covers the entire field of educative activities. These may be a good book, a hike through the hills, a romp in the park, identifying the elusive warbler, the various phases of music, the entire range of craft activities, sports, and games adapted to ages, the collector, the canner of fruit, the maker of rugs, or the endless ways in which man must learn to achieve. Where these are not on a wage-work basis, outcomes can be achieved recreationally.

The responsibilities of education in preparing people for leisure are twofold. First, the educational activities must be thought of at least partially with a recreational viewpoint. Few people will use the instructions received in music or science from a vocational standpoint, but thousands may be able to use these activities from a recreational standpoint. These recreational opportunities must be the positive objective of the teacher. The seeing of recreational outcomes must not be left to the immature child; this is an adult responsibility. It is very significant that a large majority of recreational activities of adults have had their foundations laid in early childhood. Skill patterns once learned are never lost. Therefore, the educative processes should stress a wide range of skill experiences. The child must learn to do things with his hands, to know trees and flowers, to sing, to skate, and then he can fall back on these years later and obtain satisfaction from success.

We see this striving in many men, from Leonardo da Vinci to Winslow Homer—but we must also recognize the faltering steps toward this goal taken by the small child who brings home his first bit of drawing to an appreciative mother.

High on the scale of exploration may be Ponce de Leon, Ericson, or Stanley, but low on the scale is the constant effort of a child to see behind every curtain, to reach for every strange object, to tunnel in the sand, or to explore a dark cave.

One man and then another said *why* when he saw an apple drop from a tree, a great chandelier moving back and forth with

rhythmic motion, a tea kettle lid going up and down, and a finger enlarged as he looked through a piece of broken glass. But the boy who grinds a lens and makes a telescope from the muffler of a car, builds a radio, or experiments with the law of the level is in the same field of science.

We may be overawed by a powerful mountain climber, a skier, or a juggler, an athlete with tremendous prowess, but we must recognize these beginnings in the little child in his first tag-and-it game or with his first base hit.

Some men have recognized more clearly the wants and longings of man—it may have been a Buddha or a Mohammed, a Gandhi or a Kagawa, or it may have been a Messiah—but the small child who gets his first thrill of satisfaction from serving his group has embarked on the same trail.

Education has one more responsibility and here the school must shoulder much of the burden. Young people, old people, all people must be given the opportunity to carry on, to keep alive, and to continue in their hobby interests which provide the drive behind the will to live. Recreation will supply the antidote to much of the tenseness, the monotony, and the hollowness of modern living. From the standpoint of physiological health alone man needs the relaxation and stimulation which come from recreational pursuits. We are at the threshold of conquering most of our disorders which arise from infections, such as pneumonia, tuberculosis, typhoid fever, and the like, but the nongerm diseases have moved up to threaten us and rank high on the list of killers in 1947. Heart disease, cancer, cerebral hemorrhage, motor and industrial accidents, and stomach and intestinal disorders are our modern enemies. Man cannot work all day and worry all night; there must be a letdown and the letdown must be in activities, in doing something stimulating with slow, rhythmic cadence. But beyond mere physiological health man needs the thrill of achievement. Somehow throughout the ages there has been an urge for man to add

beauty to utility. More and more the opportunities for man to have an outlet for his creativity will be in recreation. Recreation becomes a must, one of the fundamental human needs.

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THE DYNAMICS OF RECREATIONAL THEORY

Eduard C. Lindeman

The statemanship of recreation, as distinguished from its craftsmanship, requires a constantly renewing orientation. The hiatus between theory and practice in this field, as in so many others, is in part due to the fact that recreational activities tend to become stereotyped, reduced to habit. A comparatively new form of leisure-time activity, the movies for example, has already inaugurated patterns of habit: families designate one night of each week as "movie night," thus standardizing one phase of their recreation. Vacations have become so far ritualized that in some areas, particularly in urban communities, certain functions are decimated or abandoned during the holiday season. There is, of course, nothing wrong with recreational habit-forming except that it lessens the possibilities of initiating new practices following upon new theories. Still more serious, however, is the likelihood that standardization of leisure will inhibit theorists from giving attention to those factors in civilization and culture which should point to revised theory.

My purpose in this brief essay is to designate some of the forces that tend to stimulate new modes and opportunities for recreation, and incidentally to point out here and there some of the theoretical implications involved.

The most potent force for change in modern society, particularly American society, is patently that implacable trinity composed of *science*, *technology*, and *industry*. Science leads to invention, in-

vention leads to new productive enterprises and processes, and, finally, industry determines how men and women are to do their work. It has become customary to combine these separate elements into a single symbol, namely, the Machine (much as anthropologists utilize corn [maize] as the symbol of earlier Mayan cultures) and to infer dynamics from this central fact. He who understands the Machine, so goes the assumption, and has some acquaintance with its dynamic qualities will also understand the culture for which the Machine stands as symbol.

One theoretical implication from the above discussion is certainly clear, namely, that recreation should in some degree serve as a complement to the kind of work which the Machine necessitates. If, for example, the Machine requires a persistent form of attention and is hence likely to exact a nervous tension on behalf of the worker, then it seems clear that recreation should in this instance provide relaxation. Thus far we have produced only a meager theoretical foundation for this phase of machine-age culture and mostly in the realm of fatigue studies and inferences.

Increased facilities for and accelerated speed of transportation patently influence the leisure of our people. This is merely another aspect of Machine (dynamics), but it is one which thus far has not led to basic theoretical principles for recreation. The automobile has altered American leisure-time practices in numerous ways, but the major consequences thus far achieved in recreational planning are increased use of national and state parks and acceleration of tourism.

It is doubtful if *economics* should be considered as a source of dynamics, but the recreational theorist who remains unaware of such economic facts as the distribution of the national income will always be in arrears with respect to his theory. It is wasted effort to lay theoretical grounds for a type of recreation that people cannot afford.

Public policy is a source of cultural dynamics and may also, alas,

serve as a source of statics. Recreational leaders have not, in the past, capitalized on that phase of current public policy which is epitomized in the term, "the welfare state." Theoretically, a welfare state is one which rests upon the assumption that political stability is achievable only when citizens believe that their government will not permit a degradation of their standard of living. In its initial stages a welfare state attempts to deal with such issues as unemployment, social security, the various insurances, etc., but once this step has been taken the entire standard of living of the population comes into question. If we may assume that leisure is freedom which the worker earns because he has labored, and if government assumes a degree of responsibility in establishing the right to work, why is it not also reasonable to assume that government must also take some responsibility for the disposition of this earned freedom?

The problem precipitated by this question is not as simple as it may seem, particularly when the welfare state is also a democratic one. The freedom which the worker earns through his labor does not belong to the state, as was assumed, for example, by the Nazis in Germany. There the leisure of the people was captured by the state and utilized for purposes of regimentation. Under democratic conditions it is essential that the state should furnish opportunities for recreation, but the manner in which these opportunities are used by the people must be wholly compatible with democratic values. What citizens do with their leisure is of primary importance to the culture of the state, but in a democratic nation this importance derives from the fact that the freedom thus expressed is genuine.

This brief discussion of public policy will indicate how necessary it becomes for recreational theorists and leaders to understand the full meaning of that blessed but vulnerable word, "democracy." Democracy is an epic experiment in human relations and since it is an experiment its values should never become fixed or

static. This does not mean, however, that we must be vague and diffuse about those values which at any given moment of history become strategic for the preservation and enhancement of democratic living. If recreation is to become a potent ally for the projection of democratic experience, its leaders must be able to describe such experience in sound theoretical fashion and also to translate its meanings in terms of practical realism.

The *Machine*, the *welfare state*, and the *democratic discipline*: these are sources of dynamics for a modern theory of recreation. The Machine makes it necessary for modern man to utilize his leisure in ways which compensate for his progressive detachment from nature and the more primitive balances of life. The welfare state cannot fulfill its mission unless it plans for leisure as well as work. The democratic discipline may be used as a cultural touchstone according to which the values that recreation is to serve are made clear and teachable.

Theory may also be tested in the light of such other factors as the relative mobility of a given population, vocational pressures, public-housing developments, fiscal arrangements affecting both public and private budgeting and spending, and the adaptiveness of commercial enterprisers whose income depends upon the people's leisure. These are, no doubt, of lesser importance to the theorist than the categories mentioned above and yet they deserve inclusion.

Population mobility is caused directly by industry. Workers must move to the places where jobs are available. But this is one of those instances in which the effect of one period becomes the cause of another. People who move frequently may ultimately come to enjoy moving and hence seek for opportunities to move when it might be advantageous to remain where they are. We are not at this moment concerned about the causes of mobility of American families and individuals but rather with its consequences. If, for example, a family moves seven times in each

decade (and this is not unusual for many American families), how will this fact affect the leisure-time activities of its members? How should recreational planning for these unstable families be conducted and where does the responsibility for such planning rest?

Vocational pressures is a term with two sets of implications, one reflected in educational institutions and the other in the labor market. At certain periods and in some communities the fear of economic insecurity is so great that the entire educational enterprise is thought of almost wholly in the light of its relation to vocations. I have lived in such communities and under these circumstances and have noticed that the recreational life of people thus motivated by insecurity often tends to become violent in character. Here, no doubt, lies a clue for the theorist. Youths are compelled to concentrate on earning a livelihood at the very time of life when their natural inclinations might lead them to explore nature and the various arts; thus a potential recreational resource for the years ahead is neglected and perhaps lost.

Public-housing developments offer manifold opportunities for experimenting with family forms of recreation. Unhappily, these opportunities are rarely realized because most housing experts think of shelter and not of community when they project housing schemes. This fact, that is, the obtuseness and lack of sociological orientation on the part of housing administrators, is doubly important because new housing developments first of all obtrude upon and "break up" established neighborhoods, thus destroying existing recreational facilities and habits, and superimpose thereon new neighborhood structures with new leisure needs.

Fiscal arrangements affect life in peculiar ways. A certain percentage of each family's income goes to local, county, state, and federal tax collectors. Our historic policy has been to reduce this percentage when the income is high and to increase it when income is low, a procedure which is obviously erroneous. Fiscal

errors of this type bear directly upon the quality of life possible for citizens. How, for example, can a family plan a suitable recreational program knowing that it will be obliged to pay most in taxation at the time when its income will be lowest? It is in part due to this awkward fiscal fact that the United States publicly supported the best recreational program its people have ever enjoyed during the late depression.

Another fiscal problem appears when one realizes that most American towns and cities are still striving to operate their municipal functions through funds derived from property taxation. The limit of property taxation is soon reached and beyond that limit every penalty exacted upon the property owner, especially the home owner, tends to destroy community morale and threatens political stability. Claims for expenditures on behalf of recreation must be put forth in the light of this paradoxical fiscal situation and these claims must compete with similar ones made in behalf of education, health, transportation, etc. On this account one discovers communities which were once well equipped with recreational facilities but are so no longer, and of course long-term recreational planning under these circumstances is rendered impossible. How, then, is the recreational theorist to get his item incorporated in the local, county, state, and national budgets? Likewise, how are those private agencies which perform such excellent services to democracy through their recreational services to survive and expand?

Adaptiveness on the part of commercial enterprisers who serve recreational needs is often thought to be a direct reflection of the dynamic quality of a so-called free-enterprise economy, and this claim is not without validity. The growth of spectator sports is without question a by-product of the profit motive. Night baseball, for example, is not designed to serve the preferences of the players; its rise in favor is traceable to the plain fact that it increases the profits of the owners of baseball clubs. Why should not the

social-service motivation lead to similar inventions on the part of recreational leaders whose goals are something other than profits? The answer most frequently given is that these public servants are not competing and are hence lacking in those qualities which induce inventiveness. There is another answer, namely, that the public servant is engaged in a higher form of competition, not for profits, but for happiness and a more humane culture; but he has not learned how to make this form of competition as attractive as competitiveness in the materialistic realm.

The moral of what has been written above is to be found ultimately in an examination of the training which is now offered to young people who wish to devote their lives to recreational progress. Somewhere in the curricula designed for these students one should find courses that are distinctly sociological and cultural in nature, courses that elevate recreational training above the plans of technique, courses that equip students to utilize cultural and philosophical perspectives.

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WHY NOT A YEAR-ROUND EDUCATIONAL PROGRAM?

John W. Studebaker

For the past few years American educators have been engaged in a defensive battle. Administrators have had their hands full attempting to keep their schools properly staffed and seeing to it that the quality of instruction did not suffer too greatly as a result of the high teacher turnover. There was little time for consideration of broad-scale plans for school improvement.

The easing of the educational crisis is freeing educators to devote more time to long-range planning. The time seems favor-

able, therefore, for me to review a proposal I made some time ago: that our cities begin to think in terms of providing a year-round educational program. Children between the ages of, say, ten and sixteen would spend nine months, as at present, in school. The remaining three months would be spent in a nearby school camp, which would be an integral part of the school system.

This is a propitious time for consideration of this proposal for a number of reasons. Public interest in education is now intense. In almost any community a carefully developed proposal for a year-round education program, including three months at a school camp, would stand a good chance of capturing attention and winning support.

It happens, too, that school camps could be planned now in many communities without increasing very much, if any, the contemplated over-all expenditures for school expansion. We have estimated that some eight billion dollars will have to be expended over the next several years to put our elementary and secondary schools in first-class shape—a sum which is equal to the amount now invested in these school properties. Many communities have expansion plans laid out and even begun. These communities might consider scaling down their plans for their regular school plant by about one fourth and devoting what is saved to the acquisition and development of a suitable camp site. With a year-round school camp program in operation, it will be feasible to have a smaller city-school plant, for about one fourth of the pupils of the ages indicated will always be at camp. A city with 4,000 children between the ages of ten and sixteen would have to provide schools for only about 3,000.

City children would derive benefits of the greatest value from a year-round educational program which included three months at a school camp in the country. Except for the casual educational experiences which happen to present themselves, long summer vacations are a waste for most children. A year-round educational

program would give them an opportunity to learn and go forward throughout the year.

The months in the country would be a rich educational and recreational experience for city children. The fact that school camps would offer opportunities for both learning and fun is itself, I believe, of considerable importance. "Gee, this is fun," a small girl at a school camp was overheard to exclaim, "and it's science, too." Children whose education included three months of exciting activities in the out-of-doors would not be likely to think of school (and, later on in life, work) as something necessarily devoid of pleasure.

The period at the school camp would be rich in opportunities for learning by doing. Camping experiences, for example, provide ideal opportunities for practicing democratic living. In the comparatively simple environment of a school-camp children would readily see the reasons for having some rules and regulations. To some extent they could participate in making those rules and in planning various camping activities. Each day would offer opportunities for learning how to get along with others, work with others, and share responsibility. The months at the school camp would also provide an opportunity for learning about health and hygiene, not through abstract study, but through the formation of good health habits and the consideration of the problems which naturally arise in connection with such services as the provision of food and the water supply.

The school-camp environment would present enough work opportunities to inculcate habits of regularity and responsibility. Chores, it is now realized, have real educational value. They give the child performing them a sense of confidence and social acceptance, help him to develop the capacity for hard work and to assume and enjoy responsibilities.

The period at the school camp would have unusual value for personality development. The child would get to know his fellow

pupils better and come to see his teacher as a real human being. He would come in contact with other adults, the members of the camp staff, and perhaps strike up a close relationship with some one of them. If the school camp provides skillful and sympathetic supervision, with special attention for those in need of it, the months there should be a period of unusually rapid growth.

Parents sense this value of camp experience and may be expected to take a keen interest in the proposal for school camps and the actual operation of the camps once they are established. This interest is desirable in itself, and it provides opportunities for close and valuable interchange between parents and teachers—in Alvin Zander's phrase, "for parent education with no necessity for labeling it as such."¹

Many aspects of school-camp experience obviously have a carry-over value through the year. Camp experience will make the work of the remaining nine months more meaningful. The period in the out-of-doors will provide material for self-expression in music and the visual arts. It will offer opportunities for teaching many phases of the regular curriculum better than they can be taught in the classroom, for driving home things read about, for arousing curiosity. The school camp must be an integral part of the total school program or its full educational advantages cannot be realized.

Nothing worth while comes without effort, and I am well aware of the difficulties involved in working out the sort of program suggested. There will probably have to be years of experimentation in many parts of the country before ideal patterns for a year-round school program are worked out. Precisely because the months at the school camp may be expected to have such a far-reaching effect on growth and personality development, they must be skillfully planned. The staff of the camp will have to be

¹ "The Influence of the Summer Camp on Personality Development," *The Nervous Child*, VI, No. 2 (1947).

selected with extreme care, with consideration given to the influence they will have on children as well as to their skills. Training programs will have to be developed to enable teachers to make a maximum contribution at the school camps, and the role of the teachers and the camp staff will have to be clearly, but flexibly, defined. It is to be recognized that while a year-round educational program will not greatly increase total investment in school plant, it will call for a larger operating budget.

But it is to be hoped that these difficulties will serve as a challenge, rather than a deterrent. We do not have to start completely from scratch. Many schools now attempt to help children plan their summers and make educational use of their vacation experience when they return in the fall. Schools have shown interest in camping for about twenty years, and a few offer their pupils some form of camping activity. In many cases this is limited to one-day or overnight trips, but since 1940 from six to ten school systems have experimented with extended camping experiences during the school year.

Two particularly promising experiments are going forward in Michigan and California. The W. K. Kellogg Foundation is helping to finance two year-round school camps for fifth- and sixth-grade children in Michigan. At Clear Lake Camp, near Dowling, Western Michigan College of Education is conducting a five-year experiment, now in its third year, to determine the value of camping for pupils and for teacher training. St. Mary's Camp, near Battle Creek, is operated by a Board representing the county schools.

Both camps offer pupils at the fifth- and sixth-grade level two weeks of camping experience. Both attempt to dovetail that experience into the regular school program. The children are accompanied by two teachers and each camp has a regular staff. Every effort is made to give the children opportunities for learning by doing and to see that they reap the educational advantages of

living together. Special emphasis is placed on things that can be taught naturally and effectively outdoors. For example, the study of Michigan history is included in the sixth-grade curriculum, and lumbering occupies an important place in that history. At both Clear Lake and St. Mary's, children begin to learn something about lumbering as they go with members of the camp staff to get wood for the fireplace. They see a tree felled, aid in swamping, splitting, and cutting it into firewood length. They learn something of the tools needed and the proper use of those tools. Finally, they visit a nearby sawmill, and this is an exciting as well as a meaningful project.

The City-County Camp Commission of San Diego, California, is developing a well-rounded school-camp program which will eventually permit all public-school students of San Diego City and County, in grades five through twelve, to have a week of camping experience. Some 5,000 elementary-school children have already attended Camp Cuyamaca, which was opened in March 1946. In January 1947 Camp Palomar was opened as a work-experience center for senior-high-school students; campers spend four hours a day, for which they are paid, in rebuilding and improving the camp facilities, have three hours of supervised study, and a rich recreation program. Later, other camps will be opened. Some 700,000 acres, embracing mountain, beach, and desert areas, are available for San Diego's program.

Camp Cuyamaca is very similar to Clear Lake and St. Mary's in its objectives and basic pattern of operation. There is the same effort to relate the camp experience to the school program. The camp has a permanent staff, which assumes responsibility for all activities, but teachers accompany their classes, observe, and advise. Elementary-school principals of San Diego evaluated the project after its first year of operation and voted unanimously to continue it. The camp experience had particular value, it was felt, in teaching co-operation, good citizenship, and social living, and in

helping children who were shy or had other personality problems.

Over the next decade how many additional school systems will join those now experimenting with school camps? I hope many will do so, and that some will pioneer in the development of a year-round school program, which includes three months at an outdoor school camp. This program represents an important frontier in American education. As we bring the vacation period, now a kind of unexplored territory, into our educational domain, we shall, I am convinced, discover a rich new land. And just as the development of the West benefited the United States as a whole, so the assimilation of these now wasted months will enrich the entire educational program.

John W. Studebaker is United States Commissioner of Education.

A PLAN FOR COMMUNITY SERVICE

Mark A. McCloskey

Let us take it for granted that the part-time school and the isolated school is an anachronism. The American public, hungry for recreation and adult education, will not continue to tolerate the part-time use of the community's most valuable physical properties strategically located and essentially usable for recreation and adult education. Schools as institutions of education and good living cannot "go it alone." They have to be in partnership with community agencies and the ordinary citizenry.

New York City is making greater full-time use of its school plant and increasing its partnership ventures with agencies and citizens. It has no one plan, no single prescription. It works on a variety of arrangements, some poor, some good, some better, but all of them subject to modification and adjustment in the light of experience and the ever-changing needs of neighborhood, for New York is a city made up of many cities.

Any bonafide group or organization, when a school is not in use for school purposes (recreation and adult-education programs operated by the Board of Education are construed as school purposes), may get a permit to hold social, civic, educational, as well as political meetings. The fees are nominal with preferential treatment for certain youth agencies. In 1946, exclusive of use for polling places, 5,220 permits were issued for 98,763 periods of school use.

From September through June, 170 afterschool playgrounds are in operation under a staff of three or four teachers, using any part of the school plant necessary for the program. Frequently, this program is augmented by special arrangements with parent associations and other community groups.

The summer program calls for the operation of 313 vacation playgrounds, 42 swimming pools, 26 athletic fields, and 20 open-air dance areas. The fields operate seven days a week from 9:00 A.M. until sundown. The dance areas are used in the evenings and other services operate five days a week from 9:00 A.M. to 5:30 P.M. A staff of 1,955 teachers supervise these activities.

On three, four, or five nights a week, depending upon the neighborhood need, 143 community centers with a staff of 775 teachers operate from October through May. All facilities in the school plant are available. The public is welcomed individually or in groups. Civic, social, athletic, and educational organizations with their own leadership and instruction are invited and housed.

Thus far we have examined standard procedure. Several years ago, one community undertook to attack its own neighborhood problems and to promote its own welfare. A neighborhood council was created, raised money to employ a full-time center director to enlarge and enrich the afterschool program, and offered to act in an advisory capacity at the school-community center. The movement thus initiated has grown until eleven such partnership centers are in operation. We have stopped expansion of this

pattern of co-operation so that we can evaluate the process as an aid in future planning.

Another experimental operation just started involves a three-way partnership. A local community group, the Y.W.C.A., an organization national in scope, and the Board of Education make joint financial contributions and constitute a joint consultative board of operations. They have agreed upon a program and a policy all within a framework suitable to a public-school building and a publicly supported school system. This arrangement will be subjected to clinical study for a period of three years. It may have in it the longed-for solution for the problem of co-operation between public and private agencies.

Another approach of promise is in the experimental type of Youth and Adult Center organized by the Board of Education in partnership with private agencies and local citizens of a well-defined neighborhood. Two such centers exist at the present time with a third in the process of organization.

The essential aspect of this type of approach is the attempt to focus all of the available educational resources upon a natural community. Several schools, generally comprising a high school, a junior high school, and one or two elementary schools, are combined under one administrative head to offer a program for all the people, regardless of age or educational attainment. The program is designed to meet the needs of kindergarten children as well as their grandparents. It runs horizontally with those who want vigorous athletic competition to those who want book reviews and chess, those who want to discuss politics and those who want to dance, those who want to sew and those who want to swim. Little distinction is made between adult education for satisfaction and the usually conceived recreation program. The program seeks to provide leadership in any subject that any group of twenty think interesting to them. The center seeks to promote those activities contributing to citizenship.

A community council consisting of agency representatives, local leaders, and curbstone citizens helps to finance the project, but what is more important, it helps to decide the character of the program which is to be offered. The movement is from the usual type of co-operation obtained by convening the welfare agencies in a community to enlisting the advice and aid of local citizen groups and even ordinary sidewalk citizenry. This use of the school plan for recreation, for adult education, and for the development of civic awareness, as well as civic competence in community groups, provides the opportunity for the greatest advance the school system has made in years. In this type of operations, the school need not be the largest star in the constellation of service, but it should never be entirely outside the orbit. The full-time center director does not invade the field, he occupies it and plows it in co-operation with others.

In a complex metropolitan community such as ours, we must learn how to create the contrivances, devices, and techniques necessary to place all available educational and recreational resources, public and private, within an area at the disposal of the people of the community. It is a pioneering job on one of the frontiers of educational advance. It cannot be done well or economically by professional people employed on a part-time basis and paid low-scale wages. It cannot be done with the present type of school plant. Our school plants almost everywhere are years behind our conception of what proper school-community-centered buildings ought to be. We need to study very seriously how to go about training people in the fields of recreation, adult education, and community organization. The services that a good staff can render call for broad abilities as well as narrow technical skills. The public must be convinced that it pays to employ and to train people capable of rendering these services.

The features of an ideal plan of community service call for experimentation and exploration; they require intelligence,

imagination, and good will. The varied approaches described herein are being undertaken at the present time in various parts of the city. As we make headway with buildings, widen our offerings in time and content, we slowly improve the status of our staff and increase the quality and variety of our relations with other city divisions and private agencies.

The returns on a comparatively small investment of money, time, and labor will be great in terms of increased use of school plant for essential community service as well as in terms of intelligent, participating citizenship on the part of children, youths, and adults. Happy family life and a socially healthy community will generate an even greater love for and a desire to serve the neighborhood, the city, and the nation.

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THE CHURCH AND RECREATION

E. O. Harbin

Recently the chief of police in a midwestern city appeared before the ministerial association and pleaded with the preachers to open their churches for recreational purposes. A conservative group dominated the association and the proposition was turned down. The parting shot of the chief before he stalked out of the meeting was: "All right! Close your churches to the kids, and let them go to hell!"

Fortunately, there is a brighter side to the picture. Never have so many ministers and church workers recognized the important place of recreation in the total program of the church and community. And more churches than ever are doing excellent jobs in providing recreation.

On my desk is a letter from a church in Texas that has just spent more than \$5,000 in remodeling and equipping a room as a

workshop. More than \$3,000 of this amount has been spent for equipment—power machinery, hand tools, and other accessories. A member of the staff is in charge of this workshop. This same church has plans for a new building that include a youth center, a Boy Scout room, a roof garden, a modern kitchen, and equipment and space for dramatics, music, and other recreational activities.

Illustrations like this could be given again and again: a rural church that built a recreation house with volunteer labor; another that built a playground that was used by the community; a small town church with a daily program of recreation under a paid worker; a big city church with a once-a-week hobby night that is conducted for ten or twelve weeks twice a year; another city church with a paid director of dramatics, in addition to a full and varied program of other recreation activities, including a Saturday night "fun night."

If the church is to take the job of providing adequate leisure-time activities seriously, *three things are essential*. It must have a sound philosophy of recreation. It must have an attractive recreation program. It must have intelligent and skilled leadership. This same thing would be true of any other group or agency promoting recreation activities. More harm than good can be done by failure at any one of these points.

The good recreation leader knows *what* he is doing. That is, he understands the implications of recreation for life. Dorothy Canfield Fisher says that "the solution of the problem of leisure is one of the two or three keys without which we shall not be able to open the doors to a decent human future." Here is an instrument of tremendous social significance. The leader who does not understand all that is involved is like a child playing with a gun that he does not know is loaded. Someone is liable to be hurt.

The good recreation leader knows *how* to do what he is doing. Poor performance can kill interest in a good activity.

The good leader knows *why* he is doing what he is doing. His purposes are clear. They tie in with his philosophy. They involve more than "keeping the kiddies off the street." They involve even more than providing "good times."

A sound philosophy for church recreation involves the following items:

1. Recreation must be considered as an integral part of all that the church is trying to do for people. It is no "side show."

2. The conception of recreation must be broadened so as to include much more than the playing of games. It takes in all of the cultural and creative activities that modern recreation leaders are now including in their programs for leisure-time guidance. It includes reading, music, art, drama, the chance to converse with friends, the thrill of a creative hobby, the song of a cardinal, enjoying a lovely sunset, a quiet moment of worship, working in a garden, a trip through the woods, the fellowship of a friendly game, the fun of a sports program, and a thousand other joys.

3. Recreation should be considered as a necessary element in the scheme of living. It therefore becomes essential that one's use of time should be so managed as to include recreation in the schedule. Otherwise life becomes lopsided.

4. Recreation has physical, mental, and moral values that make it an indispensable aid in the church's program.

5. Recreation has a definite service to perform in a machine-dominated world that stifles creativity.

6. Properly conceived and promoted recreation is an effective instrument for developing character and personality.

7. Its value in developing a spirit of friendliness and *esprit de corps* makes it a necessary part of the church's program.

8. Individuals of every age level require normal opportunities for wholesome leisure-time occupation. Denied these opportunities the chances are increased for cheap and harmful recreation getting a strangle hold on the life of the individual and the community.

Therefore, the church program of recreation must include all age groups—children, youth, adults.

9. Recreation is no bait, trap, or "come-on" to attract people to the church. When such use is made of it the highest and best purposes are defeated and the program is cheapened.

10. The church has a responsibility for helping people to make an intelligent use of leisure time. Society, caught in the drive of modern high-pressure living, suffers because of a poverty of ideas of what to do in time not required in making a living. Froth and tinsel are glamourized by those who would make gain out of the people's free time. "The battle is on," said Stuart Chase, "between those people who know something of the high values of life and that high-pressure fraternity that would fill life full of jumping jacks." Therefore, people are confused. They need help. They do not need preachments so much as they need opportunities to practice and taste the things that are good in recreation. Only in this manner can they develop an adequate sense of values. The church, the school, and every agency interested in human welfare must team together to make possible these experiments in abundant living. A scheme of education, either inside or outside of the church, which does not prepare people for this intelligent use of leisure is stupid.

11. There are three reasons why the church must interest itself in community recreation: (1) The members of the church do not grow up in a vacuum. Children, young people, and adults have community contacts that are inescapable. The church must be intelligently concerned, therefore, about what goes on in the community. (2) Then, too, the church's interest in human welfare makes it imperative that it co-operate with other community agencies in providing adequate recreation opportunities of such quality and variety as to meet community needs. (3) The church often has space and equipment that should be made available for community recreation activities, if such space and equipment are

not available elsewhere. As a case in point, Boston Avenue Methodist Church, Tulsa, Oklahoma, has a gymnasium that was used twenty-four hours a day during the war years by community agencies. One swing shift used the gym two o'clock each morning.

Unified action on the part of all agencies in the community will be more effective than isolated efforts. Therefore, the co-operation and co-ordination of the efforts of churches, schools, and civic and private agencies are both desirable and necessary.

12. Juvenile delinquency is becoming an increasingly grave problem. The church, along with other agencies, must do its part in the solution of this problem. Adequate recreation is part of the answer. However, it should be recognized that recreation is no "cure-all." Neither are the youngsters looking for some agency to be a sort of "wet nurse" to them.

We should also be aware of the fact that the delinquency angle is only a part of the total problem of education for leisure, and a small part of the problem at that. The whole matter of enriching life for people by expanding their interests and by increasing their recreation skills is of major concern. Recreation programs must be aimed at this end.

The church is interested in developing a *sound program of recreation*. Such a program would provide a variety of experience in different types of recreation—sports, music, drama, literature, forums, hobbies, nature lore, games, rhythmic, banquets, parties, outdoor activities, etc. It is important that people develop a wide range of leisure-time interests or at least that they become aware of the many possibilities for enjoyment, with some special skill in one or more of them.

Another mark of a sound program would be indicated by giving the properly proportioned emphasis to core and fringe activities. Some activities are of more value than others. Some activities are of temporary value and some of permanent value. Interests that grow with you as you grow are in the permanent class. Special

emphasis should be given to those interests that can be carried on with increasing satisfaction as you grow older.

In regard to *leadership*, the church as well as other agencies is concerned with four questions: Is it self-effacing? Deliver us from the traffic cop type of leadership. Is it intelligent? Is it competent? Is it concerned with basic motives and attitudes?

To this end the Methodist church is providing recreation workshops and laboratories across the country in the effort to train leaders who have the know-what, know-how, and know-why. In these meetings they discuss the philosophy of recreation and techniques, and develop skills in a wide variety of activities by active participation in them. The results have been gratifying.

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RECREATION AND DELINQUENCY

Ben Solomon

It is nonsense to claim that recreation can cure delinquency because there are so many important phases of this subject which, even at its best, recreation can neither touch nor affect. To expect any appreciable reduction in juvenile crime after recreational facilities and agencies are established in a neighborhood may lead to disappointment and failure because youth commits antisocial acts for reasons quite unrelated to the whole field of recreational work.

Recreation Cannot Cure Delinquency

1. In the first place, every study of this whole delinquency question has shown time and time again that highly vulnerable youth, boy or girl—the kind who were born wrong and grew up wrong, and insist on living wrong, those who are headed for reform schools and the penitentiary eventually—*these do not partake of organized* recreation programs. It follows then that no matter how

good the program might be those who do not partake of it cannot possibly be influenced by its values.

2. Unlike school attendance which is compulsory, attendance at recreation programs is entirely voluntary. At best it is, therefore, sporadic and of more or less short duration for any single youth.

3. All of these programs necessarily have rules, and the leaders expect the children to live up to them, to have consideration for each other, to co-operate fully and willingly, to exhibit sportsmanship in all their play ways. This is indeed something that anti-social youth cannot or will not do or give.

4. It is quite possible for a recreation program to be a negative influence in some of these vulnerables' lives. Inducing some of these children, especially those who are somewhat abnormal or weaker, one way or another, to partake of the program and to compete on an equal basis with more normal and skillful, more talented children, tends only to increase their sense of frustration. It exposes their incompetence, retards their mental development, something they have already been fighting against, even before they came.

5. These candidates for trouble want many things that a recreation program cannot possibly give them. In the first place, they want to play during hours when schools are open and also at times when they ought to be at home or in bed. Sometimes they want liquor, gambling, sex, money, and lurid, risqué excitement. They want to do as they please without regard to others, keep late and irregular hours, often long after all recreational programs are closed.

6. Youth of this type certainly do not want any kind of supervision. They fear teachers or leaders who know what they are thinking, planning, or doing. They expect to live by their wits, in secretive fashion, and do not want anyone to observe their actions or learn their plans.

7. Many of these youth are dull-witted, in the lower mentality bracket, or are emotionally unstable or physically faulty. Although recreation has some values for these youth, various other highly specialized medical and psychiatric services are needed.

8. In the final analysis, the director or leader of such programs does not want this type in his program because it is not good for the other children, and it does present a difficult discipline problem.

8. Most private recreation agencies, like the Y.M.H.A., C.Y.O., Y.M.C.A., and others are sectarian. Some exclude Negroes or Mexican-Americans, etc. Some of them have expensive buildings and facilities to maintain and support, which means membership and activities fees that the very poor cannot afford. Since they are privately supported by voluntary contributors, they have neither the compulsion nor the responsibility and sometimes no inclination to do a delinquency-prevention job among the very poor and the very needy.

10. Of course, recreational programs in general of all types do not have the specialized services, equipment, facilities, or personnel to meet many of the needs of vulnerable children. That is specifically a job for other agencies in other fields of work.

11. So many factors, so many abnormal conditions and harmful pressures surround our highly vulnerable potential delinquents. There is indeed little that recreation, even at its best, can do directly for children who have parents who are a menace to their welfare, children who come from poverty-stricken homes, who suffer from bad heredity, who live in atrocious neighborhoods where vice is protected by crooked politics, where many crime-breeding "hot spots" are allowed to flourish because of lax law enforcement.

But Recreation Can Help

Here follows a list of the many ways in which recreational

programs can affect vulnerable children for good, thus helping to reduce delinquency.

1. A program that creates and spreads joy, happiness, and laughter among children is in itself a potent influence for mental, physical, and emotional health.

2. Granted that many of the really needy ones do not partake of the programs, there are a large number of children who do. These, not the worst in the land and certainly not the best, include many who might easily be misled into antisocial ways. Under the influence of good leadership in an organized play group they are just as easily led into a more social program.

3. Recreation programs tend to take children off the streets, and every minute they are out from under the speeding traffic and away from the physical and moral hazards of the neighborhood, they are safe in a constructive, skill-teaching program.

4. Every skill a child learns, every chance he has to excel in something, to "shine," is a big step toward his own self-satisfaction, toward a feeling of security and adequacy, toward becoming a conventional, social being.

5. If recreation programs could attract the children when they are very young, especially under ten years of age, a larger number of the highly vulnerable ones could be steered right.

6. Recreation is particularly valuable in those towns and areas, rural and urban, where youth has the legitimate complaint that "there ain't nothin' to do and what there is ain't decent."

7. Coeducation programs in the teen ages are particularly valuable and needed from thirteen years of age and up. These must be conducted by professionals who not only know recreational activities but also know what teen-agers think, want, and should have.

8. Recreation is a program through which a leader can establish contact with potential delinquents, cultivate their confidence, and influence their behavior and ideals. A good leader does this

not only through the activities but through the influence of his own character, personality, and example.

Recreation Might Do a Better Delinquency-Prevention Job

1. *If we had more of them without costs.* The biggest single shortcoming of recreation in general is the fact that these programs are numerically inadequate. We need them especially in slum areas of great economic need, in neighborhoods where there are lots of children and no recreational facilities, and particularly where there are plenty of highly vulnerable youth from minority groups. We need a large expansion of recreation facilities that cost very little or nothing at all, that have no admission charges, membership or registration fees, uniform, literature, or equipment costs.

2. *If we had all-year-round programs.* Just as delinquency occurs all year round in all seasons, so must our recreation programs be organized—all year round, indoors and outdoors.

3. *If we could interest the "stay-aways."* If recreation executives on the policy-making level are really concerned with doing a delinquency-prevention job, they must create a practical plan to service those vulnerable youth who do not come into their buildings, centers, playgrounds, etc. This large number of boys and girls who stay away, who refuse to partake of the programs, and, certainly, who need recreation values the most are the very ones with whom we can show the best results, if they can be brought into the program. Here we must use the finest, the most practical leaders obtainable. These leaders must go out into the highways and byways, the alleys, the docks, the cellars, the dives, and the honkey-tonks, wherever vulnerable youth congregate, to make their contacts. There are three ways to interest such youth.

a) Of course, there are varying degrees of aloofness among these stay-aways, and after gaining their confidence some of them may be induced to come to the club or center to try the program.

Team games, the gymnasium, a swimming pool, a dance with a live orchestra, a real boxing ring—these are genuine lures for many stay-aways. Whenever contacting a group, it is well to try to “sell” the idea to the group’s leader or “bell cow” before talking to any of the others.

b) Sometimes it is advisable to create small branch recreation centers right out in the local neighborhood or street where the group likes to play, using an empty store, a vacant lot, a loft, or a garage to which equipment and leadership are brought as needed.

c) Through the use of a large van or similar vehicle, a mobile recreational unit can be sent out into more or less distant but needy areas. Such a mobile unit might carry motion-picture equipment, juke-box music and an amplifying system for dancing and singing, a portable boxing ring, a stage, and maybe other recreational equipment.

4. *If we had superior leadership.* It is of the utmost importance to realize that the leader doing this type of field work must be superior in many directions. Quite a different set of talents and methods must be used in bringing recreation out into the local areas and in interesting stay-aways than would be needed back in the base clubhouse. Here, particularly, could be used that type of indigenous leadership which has come up from the ranks. No amount of professional training can compensate for the aloofness which is exhibited toward that leader who has not lived as those whom he would like to lead have lived. Those stay-aways are better and more easily led by one who perhaps has been of their own kind.

5. *If teen-age programs were glamourized.* Youth, in general, boys in particular, like to have a “hangout”—some place where they can meet the gang, are welcome, comfortable and warm in winter. Soft lights, colored decorations, tables at which to “chin” and lounge, “eats” of any kind and soft drinks, all at low prices, help a lot. If a telephone-message center is established in this

lounge, a place where they can make dates, receive telephone calls, and, particularly, have someone take the transmitted messages for them when they are not there, the place would jump into popularity overnight. Music via the juke box for dancing, with possibly a live orchestra now and then, an attractive entrance way or lobby, and a warm personal welcome by someone in charge will help tremendously.

6. *If we had more programs for little girls.* There should be a big expansion of facilities and programs for very poor, very needy little girls, five to ten years of age. This seems to be a neglected group and an area in which a large amount of delinquency prevention could be done. When the good work of a community saves a boy from becoming delinquent, one boy is saved and that is an excellent thing. But if the same good work saves one little girl of this type the chances are that a whole family of boys and girls (a few years later) are saved. These little girls from the wrong side of the tracks are the very ones who select their husbands by low standards, marry early, and have the largest families on the lowest incomes. When they are between five and ten years of age they are highly amenable to good recreation leadership, can be taught many skills, might not marry so early later on, and may choose their husbands by higher standards.

7. *If we really gave recreation an adequate trial.* The preventive possibilities of good recreation programs with really good leadership have not yet been fully probed. So very little has been spent on recreational efforts that it can hardly be said to have been fairly tried.

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TRENDS IN MUNICIPAL RECREATION

George Hjelte

After the First World War recreation was often said to be the latest addition to the family of municipal functions. It was a robust child with healthy vocal powers crying out for recognition yet not accorded a place among the "adult" functions which had long-established places in local affairs.

Today municipal recreation has hardly achieved the age of maturity but it is certainly in adolescence and on the threshold of full acceptance. It has demonstrated its powers, it has proved its right to belong, it will soon become one of the pillars of municipal integrity.

Two or three decades ago the provision of playgrounds for children and the supervision of the play of youth was considered to be the proper diversion for social dilettantes. Elected public officials gave lip service to the cause. At election time it was good campaign strategy to advocate more parks and playgrounds and to bemoan the rising tide of juvenile delinquency, sentimentally considered to be nothing more than "play gone wrong"; but little initiative was taken by elected officers to translate campaign pledges into action; there were no well-considered plans; there was no expert guidance—nobody knew what constituted a reasonable fulfillment of municipal responsibility in this new field.

Now recreation is the concern of statesmen. When the existence of the nation was at stake in the second world conflict, recreation was made a function of command and given unstinted support with material and personnel; it was no longer accepted as something to be attended to by nonmilitary agencies. States have surveyed their recreational resources and have begun to organize them. Governors have urged the establishment of state recreation agencies. Local elected officials less frequently than formerly have

to be cajoled to make niggardly appropriations for picayunish projects inconsistent with proper dignity in public work. They now say, "Tell us what should be done, give us a plan that is challenging and well conceived, and we will seek the means to accomplish it." The elected official has sensed, if he has not fully understood, the vital importance of well-ordered recreation in the local community, and often he is way out in front of the professional recreational personnel in his vision of practical accomplishment and planning for the future in this field of public welfare.

Early concepts of municipal responsibility in relation to recreation were almost totally in terms of places. There must be parks, beaches, playfields, playgrounds. Now a functional concept is more in evidence. There must be recreation, youth activities, leisure-time guidance; there must be civic art and music. The function of a municipal department is not solely to acquire, improve, and maintain places of recreation but to organize the community for better recreation. The place is incidental to its use.

Some cities have inclined to a change of name for the municipal department most nearly responsible for recreation, preferring the functional name "Recreation Department" to that of "Department of Parks" or "Department of Playgrounds." Los Angeles effected a consolidation of its Playground and Recreation and its Park Department last spring but couldn't bring itself to the full functional merger in name at least and called its new department the Department of Recreation and Parks. Baltimore also by popular vote consolidated its community recreation agency and its Park Department under the name Department of Recreation and Parks. Many smaller cities have given increased status to the recreational function. In one state the number of cities which have vested the recreation function in an official body, usually a recreation commission, and which have employed a year-round, professionally trained executive to administer the program of municipal recreation has increased from 15 in 1935 to 105 in 1947. But a decade or

two ago, when local interest in recreation indicated some action on the part of a municipality, it consisted of the addition of a recreational specialist to a public-welfare, a public-works, or a park-maintenance department. Now the tendency is to create an agency with power to comprehend the whole problem of recreation and not merely to render a delimited service. Usually the agency is named "Recreation Commission." The name is important, for public agencies no less than persons and institutions incline to live up to their names.

The fact that cities continue to depend upon lay commissions to guide local recreation policy rather than vest full responsibility in an employed executive is not without great significance. It means that recreation is a field of public concern where democratic policy-making rather than merely smooth efficient administration is the paramount problem. It suggests that the recreational function is in the planning stage and that it is a promotive as well as an administrative function. It must be kept close to the people; hence the people are accorded a direct medium for influencing its policy rather than an indirect one through a top elective body responsible for a multitude of municipal functions. In respect to its special character, it is similar to education, library service, and city planning.

Cities are beginning to think of recreation as a necessary universal service for all citizens. In earlier days, playgrounds were considered important only in neighborhoods of great congestion and of relatively low economic status. People in more favored residential neighborhoods wanted no public playgrounds. They considered that their homes were adequate to their needs. They were aware of no community problem that they could not solve by voluntary co-operative effort. No doubt today, with one third of the population changing residence annually, there is less neighborhood consciousness and co-operative endeavor and there is greater leisure; hence even people in favored districts want public

recreation service. A recreation commission is likely now to receive more pressure to provide service in such neighborhoods than elsewhere. These people are more adept in giving expression to their needs. The problem in the city, therefore, becomes one of providing recreation areas, equipment, and programs for all the people.

Certain public services have long possessed this universal character, and local government is organized to provide them. Wherever there are residences or industries there are streets and roads; wherever people reside there is fire protection, police protection, administration of justice. One can hardly say as much for public recreation service, but the consummation of such an ideal is not far off. To bring this about new laws are required. Recreation agencies must be given the means of establishing recreation facilities wherever they are needed. There must be enough of a total program of public recreation to enable the responsible agency to distribute its services so that all may enjoy them.

The continued building of new urban residential communities without provision of open spaces for future recreation development must stop. Areas should be set aside for eventual if not immediate use when a subdivision is laid out just as streets are dedicated. Much has been written on this subject but heretofore too great dependence has been placed upon the generosity of subdividers of real estate. Mandatory dedication of recreation areas has been considered unconstitutional; however, what is held unconstitutional in one era is not so held in another. Chicago apparently has pointed the way by enacting a local ordinance requiring the dedication of not to exceed 10 per cent of the subdivided plot.

Public recreation thus becomes an objective of city planning. City planners have heretofore been largely preoccupied with problems of urban transportation and zoning. Now they are addressing themselves to problems of urban redevelopment, including slum

clearance, and to the preparation of master plans for comprehensive neighborhood, city, and metropolitan planning. "Master plans" are more than pretty pictures prepared by visionary planners: they are controlling patterns for future development. They must inevitably include patterns for comprehensive development of recreation areas based on the concept of universal service and including neighborhood, district, and regional areas and facilities for recreation. Notable examples of such planning are furnished by New York, Chicago, Los Angeles, Milwaukee, Cambridge, and a score of other cities.

Municipal recreation is, of course, recreation that is under the control of local government. This, however, is but a part of the total organized recreation of any urban community. Public schools provide extensive recreation programs for children and youth. There is a tendency for communities to depend more and more upon their public educational agencies for community recreation services. Community supported but nongovernmental youth-serving agencies contribute programs, leadership, and facilities. No city is well organized for community recreation which does not have co-operative understandings between the municipal agencies, the educational authorities, and the private youth-serving agencies and effective co-ordination of all in the interests of a well-integrated program of recreation service. Throughout the country there is an unmistakable trend toward such unification of effort. This alone is an evidence of competent administration and maturity of organization.

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EDUCATING FOR LEISURE IN PRIVATE AGENCIES

Harold T. Frierhood

Creative education places emphasis upon the total personality. It seeks to provide all-around experience and avoid compartmentalization or segmented experience. Private agencies operate according to numerous patterns, but they are concerned basically with the creative education of individuals as persons and with groups as social forces. Such agencies make their contributions to the education and interaction of individuals and groups chiefly during the leisure time of the constituents. In dealing very briefly with the stake that private agencies have in the total task of educating for worthy use of leisure, three questions are here discussed and a set of principles are presented.

Why Are Private Agencies Needed in a Democratic Society?

Private agencies provide balance, serve many divergent and specific interests, and help focus attention upon the rights and responsibilities of individuals and groups. They provide an opportunity to "belong." They give their "members" an opportunity to participate in the management of the enterprise. Members are encouraged to pass judgments and make appraisals. In a democratic society continuous effort is needed to maintain an atmosphere in which freedom of choice and actual personal liberty may operate. This must function within a framework of group endeavor that is guided by agreed-upon general principles of social advance.

What Are the Distinguishing Characteristics of Private Agencies?

Private-voluntary (as contrasted with public-governmental) agencies have distinguishing characteristics and need to describe their specific functions in relation to other agencies and the com-

munity as a whole. These characteristics have been variously described in relation to method of financial support, selective basis of securing and maintaining a constituency, certain aims and objectives, methods of work, type of leadership, prestige, traditions, and background. It might be the provision of certain programs or facilities that have not been otherwise available, or perhaps the use of appraisals that take account of outcomes in particular ways.

Closely related to these distinguishing characteristics are the groupings or types of private agencies. Some are classified on the basis of age of members, the youth-serving agencies (Y.W.C.A., Y.M.C.A., and others); by sex (Boys' Clubs, Boy Scouts, Girl Scouts, Campfire Girls); by nationality, racial, or cultural groups; by type of program (health activities, sports, handicraft, social or cultural activities, outdoor or indoor, aquatic, land or air programs), making things or doing things; by method of work (individual, group, or mass activities); by religious or secular emphases; by voluntary or paid leadership.

Nongovernmental organizations are numerous. A directory prepared by the American Youth Commission of the American Council on Education describes 320 service organizations devoted largely to youth.

Some 80 to 85 youth organizations, composed predominately of youths themselves, were classified by Sproul as follows:

- General character-building organizations
- Roman Catholic, Jewish, and Protestant church youth organizations
- College student associations
- Patriotic, political, fraternal, and labor groups
- Agricultural and rural groups
- Educational associations
- Guidance and employment groups
- Recreational organizations
- Temperance, peace, and other special groups

All of these are membership organizations and provide more than simply services. They expect certain responsibility (financial and other) with some continuity of affiliation.

Such diversity in organization and service demands clear identification of functions in relation with other agencies and the community as a whole. While it is true that only 25 per cent of the 12,000 communities in America of 5,000 population and over show definite evidence of working co-operatively through councils and committees for community planning, the social-welfare agencies have made the greatest progress, have the best leadership, well-documented experience, and the largest budgets. Private agencies have made great contributions through such councils locally as well as at the national level.

In What Types of Leisure-Time Education May Private Agencies Engage?

There are many and various private agencies that concern themselves with human welfare. They exist because of voluntary affiliation and participation on the part of people who choose to do so without compulsion. The range of activities that can be carried on through private agencies to achieve these ends in the leisure time of persons is wide and varied. Members are not generally considered the recipients of service but are copartners in many enterprises that appear to have value and worth. It is becoming common practice to provide larger opportunities for members of all ages and backgrounds to gain experience and participate in program and responsible policy-making procedures. This is what Barzun had in mind when he said, "A man should not say, 'I live in a democracy,' but, 'I experienced democracy last Tuesday afternoon.'"

If as some say the marks of education for leisure as well as livelihood in a democracy are the abilities to think, read, write, speak, listen, play, and live harmoniously with others, then private

agencies are pulling a strong oar in this process. Such private agency programs as Hi-Y education in youth and government now operating in nearly half the states and climaxed by model legislatures in the state capitals (a similar youth citizenship program is conducted by the American Legion), youth adult programs in numerous private agencies leading to friendships, courtships, and marriages that have a high percentage of success (in the face of general divorce statistics that show rising curves), intercultural activities of many kinds, and world understanding through far-flung agency relationships spanning many countries—all support and give validity to the efforts of a Federal Government that is working through a United Nations for many of the same ends.

As a step in the direction of living and working together more effectively and co-operatively the following eleven principles are proposed in relation to the broad field of recreation, adopted from a study conducted by Dr. Helen E. Davis:

Some Principles of Relationships Between Private and Public Recreation Agencies

1. Private agencies should encourage the development of public recreation in accord with sound standards of organization, equipment, and operation.
2. Private agencies may well co-operate in the initiation of public recreation by conducting or co-operating in the conduct of activities that properly should become the responsibility of public agencies.
3. Private agencies should withdraw from the operation of activities for the general public, as public agencies become able to provide them satisfactorily and adequately.
4. Private agencies may, however, properly continue for their own constituencies activities similar to those provided by public agencies if such activities constitute an important part of more continuous or more comprehensive group programs.
5. In the division of labor between the private agencies and public recreational agencies, private agencies should recognize their primary

responsibility normally to be to the constituency that is attracted by the distinctive purposes and programs of the various private agencies.

6. When public recreational agencies have acquired facilities suitable for private-agency activities, one of the major relationships that is desirable and in the public interest is the utilization of such facilities by the private agencies as far as feasible for service to groups in its constituency, upon terms that are mutually agreeable.

7. Private agencies should co-operate with the public agencies by encouraging private-agency groups to participate in activities of the latter that fit into the ongoing programs of the groups, by participating in joint activities having a mutual interest, and by uniting with the public agencies in advancing the recreational interests of the community.

8. Private agencies should encourage the co-ordination of the services of all recreational agencies, public and private, especially by means of voluntary councils of social agencies.

9. Private agencies should encourage and participate in community planning of a total program of recreational services, based upon a common objective consistent with the private agencies' purposes, and upon the use of dependable criteria in the analysis of needs, in the evaluation of activities, and in the division of responsibility among agencies.

10. There may come occasions when private agencies, as champions of the interests of youth (or other particular groups), should bring their influence to bear, along with other agencies, upon public recreational agencies for the purpose of securing high standards in regard to personnel and operation.

11. The ability of private agencies to co-operate with public agencies in the manner and degree here indicated, and to provide their reasonable share of comprehensive community programs of recreation, will depend upon their securing adequate contribution income, in most cases through community chests, that are much greater than those now generally available.

Private agencies should be used by educators as laboratories to test methods and develop standards that may be later applied more widely. The leadership and initiative of the best educators are needed in private agencies. Some private agencies offer group

affiliations, facilities, and programs that will be of personal value to educators. In a democracy individuals need to learn how to get along with one another, feel at ease in the company of others, and have pleasant relationships. Through such associations, a new sense of mission is developed, through pleasurable activities of a social, physical, cultural, or worshipful nature persons re-create and refresh themselves. As Limbert says, "We may use the term 'society' for those forms of human relationship which arise from cooperating to gain common economic and social ends. We may reserve the term 'community' for those groupings based upon inherent needs for companionship. Politics is concerned with society; religion, with community. The political association is compulsive; the state is an organization for the enforcement of law. On the other hand, religion draws men together in a voluntary association based not on a calculation of interest but on an inherent desire for fellowship."

It is this "community" of human interests, yearnings, and aspirations that are nurtured through private agencies. These are the things that are essential to a democracy. They must be preserved by those who are educated to appreciate and enjoy them.

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WHAT PLACE SHOULD THE FEDERAL GOVERNMENT ASSUME IN THE TOTAL RECREATION PROGRAM?

G. OTT Romney

It is both the history and the genius of the American democracy that whenever anything affects importantly the lives of all the people the Federal Government accepts the challenge and the responsibility to dignify the particular cause and need and to place itself at the service of the people, lending the stimulation, guidance, and assistance compatible with our form of government and

desired by the states and the people within them. Recreation in the sense of the pleasant and profitable use of leisure time and as a satisfaction of fundamental human appetites and a basic factor in balanced and enriched personal, community, and national life has been recognized beyond dispute as an essential segment of the life process. It plays an intimate and significant role in the lives of all men, women, and children. It knows no favorite season or geographical location or age group or sex. It is universal in the scheme of things and therefore a common concern.

In a highly mechanized era in which slavery to machines is as general and obvious and significant as man's mastery over them, in an era of high specialization in business, profession, and vocation, in a period of materialistic philosophy, in the present gadget-worshipping day when science and invention are manufacturing faster than any other product a rapidly increasing leisure time, it becomes apparent that recreation claims social, economic, and political significance of such dimensions that the community cannot fail to accept its obligation to provide full opportunity for decent and even enriched living, off-the-job and out-of-school, for all its citizens; the state cannot turn its back on its important responsibility and the Federal Government cannot be deaf to the clamor of the people for appropriate guidance and assistance nor untrue to the Declaration of Independence which shouts out the sanctity of "certain inalienable Rights, that among these are Life, Liberty and the *PURSUIT OF HAPPINESS*."

As the magic of modern transportation and communication continues to shrink the globe, as men of affairs breakfast at Los Angeles and have dinner the same day in New York or find their sleep one night in New York and the next in London, as the air waves carry Bob Hope, the Philadelphia Philharmonic, the Army-Notre Dame football game, *One Man's Family*, American Forum of the Air, and *Superman* into the living room of the secluded farmhouse and the miner's shack as readily as the swank

drawing room of the metropolis, and as the motion pictures educate the country girls in the latest Hollywood hairdos and the college-campus idiom as early and effectively as their city cousins, people everywhere become neighbors and common denominators become apparent in human interests in the living of lives. Year by year it becomes easier and more effective and more necessary to bring guidance and aid, happily conceived, readily adapted, and pertinently applicable, to the communities through their states. The role of the Federal Government becomes more apparent and more understandable.

The Federal Government has for three quarters of a century recognized a responsibility in providing recreation for the people. Its first formal gesture was in 1864 when Congress passed an act granting Yosemite Valley and the Mariposa Big Tree Grove to the State of California for public recreation use. Yellowstone National Park Service was established in 1872. It was not until 1916, however, that the National Park Service as a separate bureau in the Department of Interior was established by an act of Congress signed by President Wilson. The rich contribution of the National Park Service to the recreation life of the people is well understood. The United States Forest Service has likewise performed a valiant recreation service in helping man, naturally an outdoor animal, overcome or balance the "indoorism" forced upon him by the complexity of modern civilization. The Fish and Wildlife Service of the United States Department of the Interior, although not promoting a recreation program in the usual sense, helps fill a real recreation need and contributes to the recreation satisfactions of the people. The Office of Education of the Federal Security Agency recognizes recreation responsibilities and both directly and indirectly serves the schools, and, through the school, in several ways, the total community. The Department of Agriculture through its Extension Service, particularly in the specific area of activity of the far-flung Four-H clubs, provides significant

recreation service for the rural areas. The interest of the Children's Bureau in recreation service is *prima facie*. During the war the Army, the Navy, and the Air Corps have found the provision of adequate recreation opportunity an essential service and have prepared to continue the assumption of recreation responsibility during peacetime.

Recently the Inter-Agency Recreation Committee idea, tried previously as a logical and desirable meshing of the co-operative services of the federal agencies interested in this field, has been revived. At present the following agencies are represented on the Federal Inter-Agency Committee on Recreation; Extension Service, United States Department of Agriculture; Forest Service, United States Department of Agriculture; National Park Service, Department of the Interior; Fish and Wildlife Service, Department of the Interior; Office of Education, Federal Security Agency; Children's Bureau, Federal Security Agency.

But one field of recreation service—and that the keystone of the public recreation structure and certainly basic if not the most important of all the areas as the leisure-time problem asserts its growing demands—remains bereft of federal assistance. That service concerns community recreation. Community recreation is a special area. It belongs intimately and inviolably to the people of the neighborhood and the group of neighborhoods which make up communities. It is provided by a great team of recreation services including those with a tax-supported base (the municipalities, the counties, and the schools), private (voluntary) agencies, the churches, the civic, patriotic, and fraternal clubs, and commercial enterprises. As towns and cities recognize the community recreation responsibility and commence to establish sound recreation systems with a tax-supported base or nucleus, or seek to expand and strengthen their present systems, they naturally look to their states and through their states to the Federal Government for technical and advisory services in connection with the total recrea-

tion problems and resources; information, research, and publication services; and leadership services in the development of recreation plans and policies. The movement toward establishment of state governmental branches concerned solely with recreation and the strengthening and vitalizing of already existing recreation units in state governments is gaining tremendous momentum. However, the states themselves quite generally feel a need for nourishment and guidance from the Federal Government, for the establishment of a clearinghouse and for recreation services on the state's request to the political subdivisions of the state.

In recognition of this tremendous and growing need on the part of the 15,000 to 20,000 communities of the nation's 48 states, a bill was introduced in the Senate in April 1946 "to authorize the Federal Security Administrator to assist the states in the development of community recreation programs for the people of the United States"

While this bill, passed by the special committee, did not come to a vote in the rush of major issues before the Seventy-ninth Congress, it has been widely discussed over the nation, endorsed by an imposing array of national recreation leaders and national groups concerned with recreation, and is being revived by the Senate committee for proposed consideration at the next Congressional session. In the meantime the American Recreation Society has drafted a similar bill, designed to establish precisely the same kind of service. The Senate bill to which reference is made, as well as the proposed bill suggested by the American Recreation Society, would establish in addition to the technical and advisory services a national recreation advisory board to be appointed by the Administrator of the Federal Security Agency in whose official family the community recreation assistance services would be included. This board would be inclusive of a broad representation of the recreation interests of the country, including federal officials.

While the bill does not have the unanimous support of professional recreation ranks, the growing need for assistance to communities through their states and of the states themselves seems generally accepted. Certainly community recreation has been recognized as a separate field which is not now nourished by the Federal Government and by its very nature claims a priority in assistance. Such a federal bureau added to the already existing Federal Government agencies concerned with special areas of recreation (each of which is dedicated by law and by experience, appetite, and appropriations to a very special though highly essential field and is not assigned or adapted to the community recreation area) would doubtless be welcome to the official family and would deserve the tribute which Howard Braucher, president of the National Recreation Association, pays the existing bureau when he says in the February 1947 issue of *Recreation*, "Many who know the long established federal bureaus that work in the recreation field, know that they have deep, strong roots, the result of years of growth. The criticisms that have been made against many of the federal bureaus have not much been leveled at these particular agencies. Many know the fine spirit in which the workers in these agencies approach their tasks. No one has suggested that workers in the best private agencies have a finer spirit."

At the conclusion of the same editorial Mr. Braucher says, "Citizens of the United States can well be proud of what their national government is now doing in recreation through these bureaus, but still larger tasks are open to them for the future."

And, may we add, the citizens of the United States will recognize the need for other services, particularly a community recreation service, and will take the same sort of pride in what their nation is doing through the new bureau which rounds out what the national government is doing in recreation. As Watson Miller, former administrator of the Federal Security Agency, asserts in concluding a statement entitled "The Concern of the Federal

Security Agency for Recreation," "There is nothing so powerful as an idea when its time has come. Recreation needs to be viewed in the large and the whole is more than the sum of its separate parts. I believe in the future of our people and in the part that recreation will play in molding that future. The time to make a beginning is now."

Recreation is definitely a Federal Government concern. And a community recreation service is requisite to the fulfillment of the Federal Government's obligation.

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STATE'S RESPONSIBILITY TO LOCAL COMMUNITIES

Harold D. Meyer

The growth of recreation throughout the nation, its importance in modern life, the social significance of its value, and the widespread emphasis of its proper use indicate the prominent place it possesses in the well-being of the democracy. Every trend on the social horizon recognizes the fact that it will have a more important place tomorrow than it does today.

All of this adds up to the fact that state governments must recognize this situation. As they have accepted social responsibility for assistance and guidance in fields of education, health, public welfare, conservation, and other human and natural resources, they *must now* enter the field of recreation, not only for special services, but for general encouragement of adequate and wholesome recreation for the masses of the people, as individuals and as groups in the local community. In practically every state, every service on the county, district, and municipal levels has its counterpart at the state level with the exception of recreation. This gap should be filled.

Recreation as a function of state government is not new. There is sufficient precedent to satisfy any doubt on this point. The expanding use of state parks and forests for recreation, game-preserve regulations, hunting and fishing privileges, and camping facilities offer abundant evidence to substantiate state responsibility. The extracurricular activities of the school, for children and youth, and the numerous aids furnished by library agencies are significant. A number of the extension divisions and departments in our land grant universities and colleges sponsor a variety of activities. All of these services have been functioning for many years in many states and the sum total results afford a major contribution to recreation. It must be noted, however, that the emphasis in each case has been in the field of a specialized service and little interest manifested in assisting general community recreation.

Emergency activities on the part of the Federal Government through the Works Project Administration during the period of depression; the office of Civilian Defense in the time of national stress and the activities of the Federal Security Agency, the Federal Works Agency, and military authorities while at war offer effective illustrations of services through the states to the local communities. These programs did much to establish the background and set the stage for future organization on the state level.

The challenge of Recreation to the states has created national interest. There appears to be unanimity of opinion that the service to the local community should be rendered. There is considerable discussion and opinion in regard to how the state should serve the local units. Three questions stand out in these developments: where should the service be placed? What should be the administrative organization? What should constitute the field of services? At the present time there are wide differences of opinion regarding all three factors. However, definite trends are evident and definite patterns are shaping.

In the light of these facts and through years of study and experience with the situation, the writer stands firm in the following opinions in regard to the state's responsibility to local communities in the field of recreation:

1. That the states need managing authorities to cope with the growing field of community recreation in all of its aspects.

2. That it is safe to assume that because of the contributions that emergency state recreation services have made to the progress of community recreation a precedent has been established which is leading to the continuation of state recreation on a permanent basis.

3. That while a few state agencies have had partial interest in providing recreation services or facilities over a period of years, it is a fact that state assistance aimed entirely at developing total community recreation programs is new.

4. That in the urgent need to give recreation official status and prestige, there is increased evidence to favor the establishment of separate state agencies to do the job. Recreation is important enough to be recognized in its own right and its own pattern of authority and organization.

Suggestions have been made and followed to place recreation service under state boards of education, state departments of public welfare, state planning boards, and departments of conservation and development. Some states, due to statutory limitations, are compelled to put all new governmental functions under some existing agency. While it is absolutely true that recreation can function within any of these agencies, the arguments against doing so strongly outweigh any advantages. The points pro and con are ably presented in a leaflet, *Recreation—A New Function of State Government*, written by Charles K. Brightbill.¹

The North Carolina Recreation Commission was established in March 1945; the Vermont Recreation Board became a perma-

¹ Washington, D. C.: Federal Security Agency.

nent state agency in March 1947; and California legalized a State Recreation Commission in July 1947. These three agencies create a new pattern for recreation on the state level. They represent the first forces within state government giving recreation full-time attention and assuming as an essential function service to local communities.

A separate and independent agency can give full thought and attention to its responsibilities and duties. There need be no fear on the part of existing agencies that any existing authorities be interfered with; on the contrary, the separate agencies can work in co-operation with the other agencies and assist in enriching each program and service. Legal protection can guarantee these rights.

In regard to the administrative setup, the North Carolina plan is offered for consideration. It has been functioning for three years and its program is working most successfully.

On March 19, 1945, the General Assembly of North Carolina ratified S. B. No. 140, "An Act to create a State Recreation Commission." The commission is composed of seven appointed and four ex-officio members. The Governor, Superintendent of Public Instruction, Commissioner of Public Welfare and head of the Department of Conservation and Development constitute the ex-officio members. The seven appointed members are laymen who are keenly interested in recreation. The members serve for six-year terms, except that initial appointments were staggered to provide for yearly appointments to fill vacancies.

In addition to the commission, the establishing act provides for a Recreation Advisory Committee of thirty members. These members are appointed for two years. They are selected according to special recreation interests in activities and from groups.

In addition there is a group of Ex-Officio Consultants to the Commission and the Advisory Committee composed of ten representatives of state governmental agencies, six representatives of federal agencies, and four representatives of national agencies.

Members of the Recreation Advisory Committee are encouraged to organize subcommittees in their respective fields of activities or interest. The commission itself meets four times yearly, the fall meeting being held jointly with the Recreation Advisory Committee, consultants, and the North Carolina Recreation Society (a state society of professional recreation people), making it possible to hold a truly representative State Recreation Conference each fall.

The commission employs the staff now composed of a director, assistant director, two field representatives, and three secretaries.

Individual states can accept the general pattern of a separate agency and then build an administrative structure adaptable to local conditions and situations. The Vermont and California plans offer additional patterns.

The future value of any state recreation authority will in the last analysis depend upon the services rendered to the citizenry. In presenting the program the following general principles should be followed:

1. That anything and everything done should be based on the local level—the enrichment and advancement of recreation in local communities
2. That interest should be centered in a program that incorporates full participation of all the people—children, youths, adults, and elders, folk of all economic and social status and of all races
3. That stress be given to the utilization of the talents of the people and natural resources in the development of facilities and activities
4. That the program function through all types of agencies—public, private, and commercial—the sum total of which brings adequate and constructive activities
5. That recreation be recognized as an essential force in the life of the people of the state and be found in proper proportions and correlated with community organization.

The North Carolina act lists the following duties and powers of the commission:

1. *Duties of the commission*

- a) To study and appraise recreation needs of the state and to assemble and disseminate information relative to recreation.
- b) To co-operate in the promotion and organization of local recreation system for counties, municipalities, townships, and other political subdivisions of the state, to aid them in designing and laying out recreational areas and facilities, and to advise them in the planning and financing of recreation programs.
- c) To aid in recruiting, training, and placing recreation workers, and promote recreation institutes and conferences.
- d) To establish and promote recreation standards.
- e) To co-operate with state and federal agencies, the recreation Advisory Committee, private membership groups, and with commercial recreation interests in the promotion of recreation opportunities.
- f) To submit a biennial report of its activities to the governor.

2. *Powers of the commission*

- a) To make rules and regulations for the proper administration of its duties.
- b) To accept any grant of funds made by the United States, or any agency thereof, for the purpose of carrying out any of its functions.
- c) To accept gifts, bequests, devices, and endowments. The funds, if given as an endowment, shall be invested in such securities as designated by the donor, or, if there is no designation, in those in which the State Sinking Fund may be invested. All such gifts, bequests, devices, and all proceeds from such invested endowments shall be used for carrying out the purpose for which they are made.

d) To administer all funds available to the commission.

e) To act jointly, when advisable, with any other state agency, institution, department, board, or commission in order to carry out the recreation commission's objectives and responsibilities. No activity of the commission, however, shall be allowed to interfere with the work of any other state agency.

f) To employ an executive director, and, upon the recommendation of the executive director, such other persons as may be needed to carry out the provisions of this act. The executive director shall act as secretary to the commission. The staff carries out the duties and powers in action throughout the state.

The chief function is to aid each community in doing its own job by advice and help rather than supervision or authoritative control. It is as simple as that and the story of possibilities and realities of action offer to all recreation a stimulating and vigorous story of progress. The state's responsibility to local communities is to assist in bringing more abundant and wholesome recreation to the masses of the people.

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WHY OUTDOOR AND CAMPING EDUCATION?

Lloyd B. Sharp

Why has education been slow in using the outdoors to implement classroom study? Why should outdoor and camping education be established? How should it be done?

At one period in the early development of our country, it was decided that our democracy could not survive and grow unless the country was composed of literate people. Thus education became a cornerstone of our democracy—free education, a free people. At that time formal education was largely a matter of mind training—learning to read, write, and figure.

As new needs arose, more subjects were added. The pattern for broadening the curriculum was set. With the period of industrialization and expansion, more and more people congregated in the cities, adding to the complexity of city life and creating new social and economic problems. Our country is now over 75 per cent urbanized, making it difficult and in most cases practically impossible for people to have much direct contact with basic realities of life. In the congested centers and indeed in all parts of our country, made up of various races and creeds, the demands upon education for contributing to a more workable democracy are great. It requires *more* than literacy to meet the demands of our present-day society. If we are to preserve and extend our freedom, the two basic qualities of *understanding* and *self-reliance* must be developed within each individual and far more effectively and quickly than at present.

To accomplish this, our present system of education must be more realistic. There is no necessity for the twenty-eight or more million school youths to spend most of their time within the walls of school buildings when much of our education can be secured more effectively in the outdoors by dealing directly with the environment and real life.

Outdoor experience and camping are justified as a part of the curriculum because of their health and recreation values, but there are more basic reasons. It has been proved in educational research that *we learn most through direct experience, we learn faster, the learnings are retained longer, and the appreciation is greater.* If this be true, why delay in putting this program into full operation?

It would be neither practical nor wise to move all education outdoors. The subject matter of the curriculum should be divided on the basis of *where it can best be learned—inside the classroom or outside.*

All youth can explore valleys, streams, and all forms of com-

munity life close by. The outdoors begins immediately outside the school building. The teacher and her pupils can begin exploring and studying their immediate environment and continue outward in an ever-widening circle as far as it is practical to go. These field expeditions can start with the class period and extend to two hours, three, half a day, and even for two days or more.

The outdoors as a classroom is available to all teachers. In general, the teachers of English, literature, mathematics, history, geography, social studies, and other subjects do not visualize outdoor education as their concern. The average teacher or school administrator would think that it is entirely a matter of play and physical development, yet a teacher in any subject matter at any level will find abundant material outside the classroom which can be learned through direct experience.

The School Community Camp

It is educationally sound that school authorities should establish a school camp as an integral part of the total school plant. The school camp is a necessary facility just as much as the library, the gymnasium, the auditorium, and the laboratory. In the school camp, results in self-reliance, co-operative living, and understanding are developed to a degree not possible in the present school program. It is a center for realistic experience in living and working together.

The school camp provides an ideal setting for a new kind of outdoor community. Here the school youth and their teachers have the opportunity to plan their own program and to set up their own democratic procedures for living. The camp is free of city controls and regulations. It is the youth's community, a place to live together in the open country, and learn firsthand things not possible in school.

The camp groups should be divided into as small groups as possible—seven to ten have been found to be the best size for a

group. Each such group should operate as a small camp and be as self-sustaining as possible, should plan its own program, plan and prepare most of its meals, do construction work, and be responsible for its own activities.

These small groups should be some distance from each other, yet close enough for combined activities on occasion. The central part of the camp should become the community center or village. In it would be located the main library, infirmary, administrative office, a place for some meals to be served, bank and post office, cobbler shop, and other facilities needed in community life.

If the camp is to be operated only in the summertime, the structures of the small camps should be rustic and preferably designed and built by the campers themselves. The tepee, round-to, lean-to, covered wagon, and other types of shelter furnish the best opportunity for youth to use their imaginations and muscles to provide their own housing.

The school-camp program should be a natural outgrowth of the school curriculum. It has been found that some learnings can go on in camp more quickly and effectively than in school. As the school year proceeds, the teacher and students will find some things that they can do best in camp and some that are accomplished better in school.

A few sound guide posts in starting a school-camp program are:

1. Regimentation should be avoided.
2. No matter how well planned the activity, unless every camper participating has had a hand in the launching of it, the activity will not be as complete or meaningful an experience as is possible. It may in some instances prove harmful.
3. Primary emphasis should be given to helping the camper discover himself, his place in the group, his contribution to it, and his understanding of how people live together.
4. The program content should be centered in the out-of-doors;

it should give campers a fuller understanding of our natural resources and should teach them to solve some of their own problems connected with man's basic needs for food, clothing, shelter, group living, and spiritual uplift.

5. The camp should motivate its program by causing children to do for themselves and to solve their own problems. It should emphasize experience by putting the native materials into the hands of the students at the spot where such materials are naturally found.

6. Camp life should give youth the optimum chance for serving others first and making self secondary to the group.

7. The leaders of the camp, the counselors or teachers, should live with the campers and have common experiences with them.

8. Whatever the learning and whatever the philosophy, camp from the point of view of the campers is for fun and it should be so conducted that both campers and staff find it so.

In a public-school camp made up of many small groups of eight campers each, one small camp group included an Orthodox Jewish boy, three non-Orthodox Jewish boys, two Roman Catholics, and two Protestants, one of whom was white and the other Negro. For the first time in the lives of these youngsters, it was possible for them to live and learn together. They prepared most of their own meals, did much construction work in their small camp, planned trips, and shared many vital experiences. Religious and racial differences soon disappeared and real understanding, tolerance, and friendship prevailed.

Not in any school situation is there an opportunity for the development of these qualities to the extent possible in a school camp. Provide this type of camping experience for the nearly thirty millions of our school youth throughout the country and our problems of racial tolerance and understanding would largely be solved, as well as a better meaning of democracy attained.

Teacher Preparation

What has been said about outdoor and camping education for school youth applies equally to the preparation of teachers. Teacher-preparing institutions should make sure that college students have a broad and rich background of experience in the outdoors, supplementing classroom study with field trips, explorations, and living in the open. Also, these future teachers should have camping experience as a part of their preparation. The wide gap between book knowledge and reality must be shortened, and better still the two should be carefully integrated.

As education turns to the outdoors to implement classroom study, conduct school camps, and prepare teachers and administrators to carry out the program, there is real hope for the development of self-reliance and understanding so essential in our American way of life.

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A CHECK LIST FOR EVALUATING SCHOOL PARTICIPATION

Milton A. Gabrielsen

Although participation in recreation activities occurs primarily outside of school hours, the education program of the school and the school plant have a definite responsibility to the pupils and the community for recreation. Recreation and education cannot be separated; a good education program contains adequate recreation. Schools must assume major responsibility for teaching the skills essential for recreation participation.

Below is contained a check list by which schools may evaluate their participation and responsibility in recreation.

1. Are school playgrounds available for use during vacation and summer months?
2. Are the school playgrounds being used to their fullest extent after school and in the evening during the school year?
3. Is qualified leadership provided for the playgrounds to supervise, instruct, and direct play?
4. Is the whole school building made available for afterschool and evening community use?
5. Do various school subjects teach the recreational value of the subject?
6. Do school recreation programs include activities for all ages and both sexes?
7. Is there full co-operation between home, school, community, church, and all other public and private agencies in the promotion of recreation for all the people of the community?
8. Does the recreation program provide a variety of opportunities to satisfy the needs and desires of most of the students and people of the community?
9. Have adequate funds been provided?
10. Do state enabling acts and school codes provide efficacious opportunity to promote recreation?
11. Is there a good school intramural sports program in operation?
12. Are extracurriculum activities encouraged by teachers?
13. Do teachers participate in the extracurriculum program?
14. Is use made of all community resources?
15. Is outdoor education a part of the school program?

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BOOK REVIEWS

A Basic Text for Guidance Workers, edited by CLIFFORD E. ERICKSON. New York: Prentice-Hall, Inc., 1947, 566 pages.

Twenty authors have co-operated to produce this book which covers the whole range of public-school guidance programs. Included are discussions of tests, case-study techniques, interviewing, therapeutic counseling, group guidance, placement, work experience, organization, stimulating faculty growth, etc.

ROBERT HOPPOCK

Elementary Statistics, by HYMAN LEVY AND E. E. PREIDIL. New York: The Ronald Press, 1945, vii + 184 pages.

This compact volume, starting off with the simple statement, emphasized and demonstrated, "no educated person can afford to dispense with a knowledge of statistics," is marked by clear, simple, and interesting style.

The elements of statistical procedures are here given and the mathematical development of each is presented, although no effort is made to exhaust any topic. There appears to be a surprising neglect of small sample theory and of various applications of reliability of computations. The chapter treating of quality control is modern enough and the last chapter on "the limitations of normal statistical analysis" is a very welcome and helpful discussion.

The authors promise the publication of a manual of laboratory experiments to supplement the text.

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